



LEROY D. BACA, SHERIFF

County of Los Angeles
Sheriff's Department Headquarters
4700 Ramona Boulevard
Monterey Park, California 91754-2169



July 8, 2011

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
Los Angeles, California 90012

Dear Supervisors:

CALIFORNIA PAROLE REALIGNMENT PROPOSAL

The purpose of this correspondence is to delineate my plan to manage adult parole at the county level. This realignment of services is based on Governor Brown's proposal to shift the responsibility of non-serious, non-violent, and non-sex offense (non-non-non) adult parole from the State of California to local government.

Both the Assembly and the Senate passed California State Assembly Bill AB 109 (Bill) on March 17, 2011, which was signed by Governor Brown on April 4, 2011. This Bill requires local municipalities to assume a number of public safety and criminal justice functions that were previously performed by the State, including assuming parole responsibilities for low-level, non-violent offenders. The Governor's realignment plan proposes the transfer of responsibilities to occur in transition over a period of four years. A provision in the Bill stipulates the act will become effective no earlier than October 1, 2011, and only after State funding has been identified to assist local counties in implementing the act.

In May 2011, the State proposed the following four-year funding plan to support implementation of the Bill. This funding would be shared Statewide by local government. The plan earmarks:

Fiscal Year (FY) 2011-12	\$354 million
FY 2012-13	\$908 million
FY 2013-14	\$1,018 million
FY 2014-15	\$952 million

A Tradition of Service

During a June meeting in Sacramento among county and city Chief Executive Offices and Chief Administrative Offices from across the State, an agreement was reached on the division of State funding among local governments. This agreement provides Los Angeles County (County) with approximately 32 percent of the available State funding. This number was reached by using the California State Department of Corrections and Rehabilitation's (CDCR) calculations regarding the Average Daily Population (ADP) count of County inmates in the CDCR system. Currently, the County accounts for 32 percent of the CDCR's population.

Based on this allocation, the County will receive approximately:

FY 2011-12	\$121 million
FY 2012-13	\$289 million
FY 2013-14	\$323 million
FY 2014-15	\$302 million

This funding would support four new functions, which would now be assumed by the County:

- The incarceration in County jails of all parole violators returned to custody, including those under the supervision of the CDCR;
- County parole (Community Supervision) of specified low-level, non-violent offenders;
- The incarceration in County jails of new low-level, non-violent felony offenders, and;
- Revocation hearings conducted by the County courts, including District Attorney and Public Defender costs associated with parole revocation representation.

From the above funding, the State estimates the County budget to support Community Supervision will be approximately:

FY 2011-12	\$38.6 million
FY 2012-13	\$93.9 million
FY 2013-14	\$81.6 million
FY 2014-15	\$59.6 million

Currently, there are more than 106,000 parolees in California. The CDCR has projected that 24,863 of these parolees will fall under the new non-non-non category, meaning they will now fall under the supervision of local county governments. With more than 30,000 parolees residing in the County, the County will soon be responsible for

supervising an estimated 7,900 parolees during the first year; 14,700 during the second year; 12,800 during the third year; and approximately 9,400 during the fourth year. The annual estimate in subsequent years is approximately 9,900 parolees. The CDCR has predicated the parolee numbers will spike during the second year based on their estimated release data. The declining numbers in year three and four reflect parolees who had been released earlier in the process and have now successfully completed parole.

In order to implement the Governor's proposal in the safest and most effective manner, the Los Angeles County Sheriff's Department (Department) would create a Community Re-Entry and Recovery Services Bureau ("Bureau"). This "Bureau" would be responsible for 24-hour-a-day monitoring of parolees; developing a Community Recovery Team (CRT) based on our existing Community Transition Unit (CTU), located in custody, to support parolee reintegration back into the community; coordinating parole and multi-disciplinary team meetings for newly released inmates; expanding our existing evidence-based Offender Re-entry program focusing on life skills, decision making, and job skills preparation; operating and maintaining a parolee GPS system for qualified offenders; apprehending any parolees who abscond from parole; and providing monthly accountability reports to the Board of Supervisors.

The implementation strategy for the "Bureau" is transitional and would utilize a tiered approach. This transition would occur over a four-year period and be developed around the Governor's annual funding proposal. The staffing and equipment levels for this "Bureau" would be based on the average estimated number of parolees the County would be responsible for. Using the CDCR's estimates, this would average approximately 9,900 parolees annually. During years two and three, when the estimated number of parolees exceeds this level, overtime would be used to supplement personnel, eliminating the need to downsize the "Bureau" in year four when the parolee count levels off.

The Department's Community Oriented Policing Services Bureau has developed a plan and calculated the first set of estimated costs for each phase. These estimations are based on the allocations to the County from the State. They include budgeted salaries/benefits, services and supplies, and capital expenditures such as equipment and vehicles. The projected budget from the State will provide adequate funding to establish and maintain a County "Bureau."

Since the State's re-classification of the Non-Revocable Parolee (NRP) in 2010, the Department has been aggressively monitoring the activities of both adult probationers and parolees. The Department created and implemented the Parolee Monitoring Program in February 2010, which has been very successful. Over the past 18 months, the Department has contacted more than 12,000 parolees, conducted more than 5,000 residential compliance checks of parolees, and arrested approximately 3,000 parolees

on new charges stemming from these contacts. Our Department has the resources to provide a dedicated team that can monitor parolees 24-hours-a-day, 7-days-a-week. This is particularly important in communities with a high concentration of parolees, probationers, and sex offenders who have a higher propensity to impact public safety. In addition, the Department has already implemented the following practices to efficiently track and monitor parolees: modified the Field Interview Report to collect information on active and NRP parolees who are contacted in the field; created new statistical codes to document contacts with parolees utilizing the Department's Mobile Digital Terminal; and established a database that tracks parolees re-arrested and booked into the County jail system. We have also been conducting quarterly re-entry seminars for parolees residing in each of our stations' patrol areas.

Another major advancement has been our development and implementation of a Google Earth based Geo-Mapping program available for use by Department personnel. This program has the capability of identifying specific parolees within a designated jurisdiction and overlaying that information with crime data. The Department is in the process of adding this technology to our new internet based Mobile Digital Computers, which will make this information available to every deputy in the field, providing up-to-date parolee data.

We are exploring how the Community Based Information System (CBIS) may also allow for the sharing of parolee information and resources among other law enforcement agencies Statewide. This web-based system has the capability to provide local community resource information to law enforcement officers, as well as providing a platform to track parolees. Currently, the Los Angeles Crime Information System (LARCIS) is linked to CBIS, providing crime data in an easy to use tool. Future development will allow LARCIS to automatically update parolee information and addresses in CBIS, providing instant access for any participating law enforcement agency.

The Department's Custody Division has maintained a CTU for several years, which provides services and guidance for incarcerated inmates who are scheduled to be released back into the community. The CTU has developed contacts within the education community, social services, and faith-based organizations that provide educational services, mentoring, and rehabilitation for inmates before they are released. Staff from this unit will also be extremely valuable in the implementation of the realignment plan here in the County.

In the Department's realignment proposal, the CRT would assist newly released parolees in successfully integrating back into their communities. The CRT will:

- Develop and work with multi-disciplinary teams, consisting of both public and private agencies that can provide existing services to parolees;

- Develop a tailored program for each parolee using the web-based "COMPAS" assessment system to help them achieve a successful reintegration;
- Integrate the use of a mobile office platform, providing easier access for parolees throughout the County, while at the same time providing an increased level of public safety and;
- The presence of the CRT in their community will also assist in providing a level of comfort and security for communities with a high concentration of parolees.

The Department has already successfully established the ground work for utilizing a case management model working with multi-disciplinary teams with our Gang Diversion and Vital Intervention and Directional Alternatives (VIDA) programs. Additionally, as with the VIDA program, the Department will pursue relationships with higher learning institutions to compliment and further the education and job skills of the parolees.

While the natural tendency may be to retain the current status quo and simply direct the County's Probation Department to take on the additional responsibilities of managing this new category of adult parolees, I believe there is a better and safer way. As the Sheriff of the County, I firmly believe the men and women of my Department can provide a higher level of accountability and security to the Board and the citizens of the County, while also providing parolees with the support and guidance they need to successfully reintegrate back into their communities. My Department's consolidated and streamlined delivery of a comprehensive public safety plan will lead to greater efficiency and more successful outcomes for all involved.

Should you have any questions or require additional information, please contact me or Assistant Sheriff Cecil W. Rhambo, Jr., at (323) 526-5582.

Sincerely,

A handwritten signature in black ink, appearing to read "Leroy D. Baca". The signature is fluid and cursive, with the first name "Leroy" being more prominent and the last name "Baca" following in a similar style.

LEROY D. BACA
SHERIFF